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## LESSON 12

### CAMPAIGN PLANNING

#### Introduction

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<b>Purpose</b>	<p>The operational level of war connects the strategic and tactical levels of war through campaign planning. The commander receives his strategic guidance, makes an estimate of the situation, and prepares a vision for the campaign that reflects his commander's intent. The campaign plan is the expression of that vision and intent.</p> <p>The study of campaign planning borrows much from the study of deliberate and crisis action planning because it focuses on creative problem solving in time-sensitive situations with high levels of ambiguity and imperfect information.</p>
<b>Importance of the Study</b>	<p>This lesson will show how the campaign plan becomes the medium for the CINC to present his broad vision of what is to be accomplished (end state), his intent, and how all available assets are to be synchronized to achieve decisive results.</p>
<b>Relationship to Other Lessons</b>	<p>This lesson is directly linked to lessons 4 through 11. Together, these lessons examine the complex relationships required to apply joint force functions to accomplish strategic and operational objectives under component command leadership.</p> <p>These joint force relationships will also be illustrated in lesson 17 in a historical case study on campaigning--Operations <i>Desert Shield</i> and <i>Desert Storm</i>.</p>

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## Introduction, Continued

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### **Integration of National Strategy into a Campaign Plan**

Three sources guide national strategy through development of the campaign plan. It originates with the National Command Authorities (NCA), which includes the President and the Secretary of Defense. Strategic development then proceeds through the Chairman, Joint Chiefs of Staff (CJCS) to the combatant commander (CINC), who translates this direction into *intent*--a broad vision of what is to be accomplished (end state) and a comprehensive campaign plan to achieve the national strategic objectives.

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### **Study Time**

This lesson, including the issues for consideration, will require about 3.5 hours of study.

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## Educational Objectives

<b>Employing Joint and Multinational Forces</b>	Using new doctrinal information on the relationship between campaign planning and joint operations, summarize the considerations for employing joint and multinational forces at the operational level of war. [JPME Area 3a]
<b>Plan To Employ Joint Forces</b>	Increase an ability to plan for the employment of joint forces at the operational level of war. [JPME Area 3c]
<b>Campaign Planning Fundamentals</b>	Expand comprehension of the purpose and fundamentals of campaign planning. [JPME Area 4e].
<b>Commander's Estimate</b>	Summarize how the commander's estimate contributes to the campaign planning process.
<b>Commander's Intent</b>	Explain how the commander's intent contributes to the campaign planning process.
<b>Relationships</b>	Analyze the relationships among the operational level of war, operational art, and the campaign planning process.
<b>War Termination</b>	Examine war termination as part of the campaigning planning process.
<b>Current Joint Doctrine</b>	Comprehend current joint doctrine. [JPME learning area 2a]
<b>JPME Areas/ Objectives/Hours (accounting data)</b>	2/a/.5 3/a/.5 3/c/.5 4/e/.5

## Relationship of Estimating to Strategy and Conflict Termination

<b>Basic Estimate Questions</b>	<p>The term "estimate" implies a one-sided evaluation of a two- or more sided issue where many of the pertinent facts are unknown or distorted. The first questions asked in any estimate are</p> <ul style="list-style-type: none"> <li>• What is the mission?</li> <li>• What is the desired end state?</li> <li>• What has changed?</li> <li>• <i>What are the resulting possibilities and consequences?</i></li> </ul>
<b>Characteristics of the Estimate Process</b>	<ul style="list-style-type: none"> <li>• One of the important characteristics of the estimate process is the part combatant commanders play in it. What do they do?</li> <li>• Considering that the estimate process is continuous, what is a critical part of this process?</li> <li>• The combatant commander must develop strategies that are consistent with national policy and plans. Specifically, combatant commanders need to pay attention to what considerations to maintain this consistency?</li> <li>• What areas of the combatant commander's planning are directly affected by the strategic estimate?</li> </ul>
<b>Key to Conflict Termination</b>	<p>Properly conceived conflict termination criteria are key to ensuring that victories achieved with military force endure. To facilitate conception of effective termination criteria, U.S. forces must be <i>dominant</i> in the final stages of an armed conflict by achieving the leverage sufficient to impose a lasting solution.</p>
<b>Designing Conflict Termination</b>	<p>Because the nature of the termination shapes the futures of the contesting nations, it is important to remember that conflict termination is an essential link between the following:</p> <ul style="list-style-type: none"> <li>• National security strategy (NSS)</li> <li>• National military strategy (NMS)</li> <li>• Posthostility aims (the desired outcome)</li> </ul>

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## Relationship of Estimating to Strategy and Conflict Termination, Continued

**Military  
Considerations**

In its strategic context, military victory is measured in the achievement of the overall political aim and associated termination objectives. Properly conceived conflict termination criteria, *based on careful estimates*, are key to ensuring that any victories achieved with military force endure.

Military strategic advice to political authorities regarding national military objectives for termination should include estimates of military *feasibility* and military adequacy as well as acceptability and estimates of the time, costs, and military forces required to achieve the objectives for termination.

Another military consideration is the follow-up political exploitation of completed military action and the military role in the transition to peace.

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**Political  
Considerations**

As you consider the political considerations of strategy and conflict termination, ask these questions:

- What are the two general means for obtaining objectives by force?
  - What are the two sources of negotiating power in armed conflict? What kinds of power does each source provide?
  - What role does communication play in pursuing termination?
  - What happens to the possibility of negotiating an advantageous termination once the opponent's strategic aim shifts from maintaining or extending gains to reducing losses?
  - In what stage of the planning process should conflict termination be considered?
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# Fundamentals of Campaign Planning

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## Unique

If the scope of contemplated operations requires it, campaign planning begins with or during deliberate planning and continues through crisis action planning. Campaign plans synchronize operations in a very unique way:

- Establish command relationships among subordinate commands
  - Describe the concept of operations
  - Assign tasks and objectives
  - Task-organize assigned forces
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## Submitted to JOPES

Based on the campaign plan, appropriate elements are then translated into the operation order format of the Joint Operations Planning and Execution System (JOPES) for execution.

Note: Although not formally submitted under JOPES, campaign plans may require review by the Chairman of the Joint Chiefs of Staff.

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## Compare Subordinate and Supporting Plans

Joint task forces (JTFs) can develop and execute campaign plans if missions require military operations of substantial size, complexity, and duration.

Subordinate campaign plans are operation plans to accomplish assigned missions.

Supporting plans are characterized by the following:

- Prepared by subordinate and supporting commanders
  - Address such "discrete" operations as nuclear and chemical operations, mobilization, deployment/redeployment operations, and service support
  - In certain military operations, can be directed by the NCA through the CJCS to conduct specific supporting military operations
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## Operational Art

There are two other considerations that play a part in defining operational art. From your reading and experience, be aware of how campaign plans form the basis for plans and orders and set the conditions for successful battle.

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## Fundamentals of Campaign Planning, Continued

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### **Development of Subordinate and Supporting Plans**

Considering how campaign plans become the basis for developing subordinate and supporting plans, ask yourself these questions:

- Do you see how joint force commanders (JFCs) develop subordinate and supporting campaign plans?
  - Discuss supporting plans in terms of the following factors:
    - Who prepares them
    - The subjects they address
    - The interface between the National Command Authority (NCA) and the CINCs
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## Required Readings

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### *Joint Pub Readings*

- Joint Pub 3-0, *Doctrine for Joint Operations* (1995). Review chapter I, pages I-4 through I-10; read chapter III, pp. III-7 through III-9 and pp. III-24 through III-35. Find this reading in the *Joint Pub Readings* Vol. I (8800), pp. 297 to 306, pp. 333 to 335, and pp. 350 to 361. This section introduces you to the purpose and fundamentals of campaign planning. It also presents key planning considerations used by the JFC in developing his initial plan.
  - Joint Pub 5-0, *Doctrine for Planning Joint Operations* (1995). Read chapter II, pp. II-18 through II-21. Find this reading in the *Joint Pub Readings* Vol. III (8800), pp. 1010 to 1021. This chapter provides doctrinal information on campaign planning and the relationship of campaign planning to joint operations.
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## Issues for Consideration

<b>Factors That Affect CINC's Campaign Plan</b>	Explain how national security strategy, policy, and national level assets affect a CINC's theater strategy and related campaign planning.
<b>Campaign Plan Fundamentals</b>	Describe the key fundamentals of campaign plans.
<b>Campaign and Joint Ops Planning</b>	Analyze and describe the relationship between campaign planning and joint operation planning.
<b>Campaign Planning Considerations</b>	Explain the key planning considerations for campaign planning.
<b>Campaign Planning Decision Making</b>	Summarize the process for theater campaign planning decision making. Describe its relationship to joint operations planning.
<b>Campaign Planning, Operational Art, and Operational Level of War</b>	Summarize the relationships among campaign planning, operational art, and the operational level of war.
<b>War Termination Planning</b>	Analyze and describe the importance of war termination planning within the context of the campaign plan.

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## Issues for Consideration, Continued

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**Commander's  
Estimate and  
Process**

Explain the purpose of the commander's estimate and describe the estimate process.

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**Commander's  
Intent**

Describe the commander's intent and its importance in the campaign planning process.

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